

MEMORANDUM FOR: Executive Director-Comptroller  
SUBJECT : Intelligence Publications

1. At luncheon on 10 November you mentioned the problem of controlling the Agency's intelligence publications. It occurred to me that the treatment of this problem, as we found it in ORR, has some bearing on the question and that you might find it interesting.
2. In the course of the ORR survey we found that the office faced the difficult problem of meeting new reporting requirements while continuing its essential basic research on the Communist Bloc. As the designated authority for the intelligence community in this field, ORR must maintain Bloc research on a relatively current basis. We found that the new requirements constituted a serious drain on analytical time and that Bloc research was suffering. Much of ORR's Bloc research is for its own use and in our opinion need not be published. Publication, while useful, does not contribute directly to the requirements of the recipients. We found from interviewing analysts, branch chiefs, and editors, that a great deal of analytical time was consumed by the editorial process for publication, after the research, analysis, and evaluation were completed. We felt that a judicious reduction of the publication program would salvage valuable analyst time for other activities.
3. The attachments are limited to so much of the issue as related to the volume of ORR publications. Tab A is excerpted from the IG Survey Report of 15 June 1964. Tab B is the ORR answer to this portion of the report, and Tab C is our final comment.

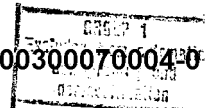
J. S. Earman  
Inspector General

Attachments-3

- Tab A - Excerpt from IG Survey Rpt., dtd. 15 June 1964
- Tab B - ORR's Reply to Above-named Excerpt
- Tab C - IG's Final Comment

EXECUTIVE REGISTRY FILE

*I. H. Luning*



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PUBLICATIONS PROGRAM AND PRACTICES

1. ORR's active intelligence production program takes a variety of forms in its publications. It issues memoranda, intelligence briefs and papers, and a number of different printed publications that are distributed to the intelligence community in general and to officials involved in formulation of foreign policies and programs. In 1963 it produced over 1,900 such reports, an increase of some 200 over the previous year.

2. During the course of the inspection our attention was attracted to the very substantial amount of additional time of the analysts required in the editorial process to prepare the results of research for publication. While this was by no means constant from analysts to analysts it nevertheless represents a significant factor in the use of personnel and allocation of time. This consideration led us to inspect more closely the general character of the publication program.

3. Traditionally ORR has engaged in a broad research program the results of which are primarily in support of its own basic capability. For example, recent studies on the Soviet timber and asbestos industries serve more to provide ORR with essential background information about specific subjects in the Soviet economy

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than they are of direct use or support to other members of the intelligence community. We believe that the publication of such reports has only marginal value so far as the requirements of the intelligence community in general are concerned. This is in no sense to be interpreted to mean that the research should not have been done but, rather, that its publication and general dissemination were not essential to the fulfillment of ORR's mission. We have already noted that one of ORR's great strengths has been its ability to develop and maintain a storehouse of assembled and analyzed information as a basis for meeting the requirements it receives. This research, as distinguished from its publication, serves that purpose. In many instances it is sufficient, in meeting this objective, that the results of much of this research be prepared as internal working papers for incorporation in the office's reference files. The savings of analyst time presently consumed by the editorial process in many instances could be applied to a further strengthening of the basic research effort.

4. In addition to the factor of ORR analytical time required in the publication process, we talked with representatives of Printing Services Division (PSD), Office of Logistics, about the effect of the ORR publications program on its activities. PSD is operating under strict limitations of overtime and personnel.

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Its representatives state that ORR's printing volume comprises 40 per cent of PSD work, except for the printing done in the Special Center printshop, where it is about 15 per cent of the total. From this point of view, and in terms of inter-office administration, it is apparent that any reduction of the ORR publications program would make a valuable contribution to the easing of PSD's workload.

5. There are also certain publications in ORR referred to as "continuing reports" which are repeated periodically. While the number is not great, each contributes to the total. One example is the Quarterly Summary of Sino-Soviet Bloc Aircraft Production. An elaborate booklet, with tables and illustrations, it could well be prepared on an annual basis. Appropriate amendments could be made as required. Similar so-called "continuing reports" could be reviewed more systematically to better justify the need for frequency and for formal publication.

6. ERA has tended to relate "publication" to performance of personnel, a result of which has been to stimulate the conduct of research for publication. Occasionally two or more research projects on the same general subject are scheduled so as to appear as separate publications, although more careful scheduling

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could have consolidated them into one report. These aspects of the program are cited only as an indication that the present publications program can be reduced. Obviously there are instances where bona fide requirements would produce the same apparent results.

7. ORR's printing costs, as only a fraction of its budget, are not per se a primary consideration. However, the real costs represented in the analytical time consumed by the publications program assume a special significance in the light of ORR's expanded program. We see the publications program, which tends to follow patterns left over from the time when personnel strengths were greater than they are today (see paragraph 5, page 11), as being an area in which valuable analysts' time can be saved for more profitable use elsewhere. We believe that the establishment of stricter standards for selection of material for publication, and a more careful management of the number of publications, would result in a substantial saving of analyst time for application to other work.

It is recommended that:

No. 10

The Assistant Director for Research and Reports:

- a. Reduce the publication and dissemination of the results of research projects conducted primarily for support of ORR's own basic capability;
- b. Schedule research on closely related subjects, when formal publication is intended, so as to permit consolidation, where possible, into single reports;

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c. Maintain a continuing review of reports published periodically on a scheduled basis, to ensure the justification for the frequency, or continuation, of their issuance; and

d. Require quarterly reports from the area research chiefs, to serve as the basis for exercising strict control, on the volume of research projects that are published for dissemination to the intelligence community and those held as internal working papers.

8. We realize that even where publication of research is diminished, the general results of that research and the fact of its accomplishment will still hold some interest for the community. This information could be made available on a general basis, by gathering the summaries and conclusions that are regularly a part of formal research reports, and publishing them on a periodic basis. In those instances where consumers in the community ask for reports, copies could be provided from those internal papers prepared at the time of compilation or in special instances where interest is high, regular printing and dissemination could be ordered. Normally, however, printing of summaries should suffice.

It is recommended that:

No. 11

The Assistant Director for Research and Reports establish a program to provide for the periodic publication of summaries and conclusions of those completed research projects which are not published individually, in order to apprise the intelligence community of the status, scope, and general findings of unpublished economic research.

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ORR Comments:

In discussing the publications program and practices of ORR, beginning on page 66, the Survey indicated that there was some concern regarding what was stated to be "the very substantial amount of additional time of the analysts required in the editorial process to prepare the results of research for publication." There seems to be a gross misunderstanding of what the analyst is suppose to do. Merely sifting source material and collating it is only the beginning of the analytic research process. Substantive analysis and creative research pointed toward the production of intelligence is accomplished through interpretation and logical presentation in the form of writing. It is inaccurate to state that this is an editorial process.

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It is only when the analyst is required to work with the editors that he becomes engaged in the editorial process, and the amount of time spent in this way depends primarily on the ability of the analyst to write logically and with clarity.

Another point stressed in the Survey is the belief that ORR publishes the results of research for its own basic needs. If research is worth doing in the first place, it deserves the review and clarification that is necessary to make the results available to others. If the results of research are not recorded in an organized form, the benefits to be derived therefrom are only transitory. This does not mean that the results of all research should be published. In fact, our present policy is to select for publication only those manuscripts which will be useful contributions to a much wider group of consumers than just other analysts in ORR. Organized research findings not judged to be suitable for publication, frequently because substantiating data are not complete, are retained in the files and are available for use by the few analysts both in this Agency and other agencies who have a real need for the information.

This portion of the Survey gives the impression that ORR's intelligence output should be reduced in part because of printing costs. We are increasingly selective in regard to reports and memoranda submitted for publication, and believe that our primary mission is to provide useful intelligence responsive to the needs of the U.S. Government, and particularly to the policy levels of the Government. Considering the relatively large cost of conducting the analysis and

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research that results in the intelligence we produce and the usefulness of that intelligence, we find it difficult to accept printing costs as a reason for reduction in our output. The Survey states on page 68 that ORR's printing volume comprises 40 percent of the printing services work. We find that ORR's printing accounts for less than 10 percent of PSD's total printing costs, even including all of the maps, charts, and other aids printed for the Cartography Division in support of all parts of the Agency (exclusive of OBI), and the Department of State. The NIS Program accounts for 33 percent of total PSD costs for publication.

RECOMMENDATION 10.a.: ORR is no longer and has not for some time published and disseminated the results of research projects conducted primarily for support of ORR's basic capability. On the contrary, as indicated above, manuscripts for publication are selected on the basis of recognized need outside of ORR and it is not uncommon for manuscripts to be cancelled for publication at the Branch, Division, or Area Chief level during the process of preparation or review. Furthermore, great care is exercised at all levels of management within the Office to ensure that when projects are programmed or initiated, a preliminary decision regarding probable publication is made.

RECOMMENDATION 10.b.: The responsible senior officers within ORR are very conscious of the need for ensuring that the results of research and analysis on a subject or area are consolidated into a single publication when such consolidation is clearly useful and will not detract from reader interest. Our experience in attempting to

combine reports that have been separately initiated has taught us that in some instances the resulting report becomes less appealing to the consumer because of increased length, and costs in terms of negotiations between analysts and in editing time are substantially increased.

RECOMMENDATION 10.c.: We are unaware of any ORR reports published periodically on a scheduled basis which are not in direct response to outside standing requirements. The latter include the Biweekly and Semiannual reports on aid and trade activities of Communist countries in less developed areas of the Free World for the EIC, the EIC reports on Communist China's trade and transport, the annual report on Soviet trade requested by the EIC, the monthly report on Cuban shipping requested by the DCI, the annual economic statistical handbook requested by the DD/I, and the quarterly summary of Sino-Soviet Bloc aircraft production and the annual summary of Sino-Soviet Bloc shipbuilding for ONE. It is true that some years ago we did put out annual reports on some sectors of the Soviet industry, but that procedure has been discontinued. We will continue to periodically reexamine the need for the individual reports currently issued on a scheduled basis.

RECOMMENDATION 10.d.: We do not concur with the Recommendation that quarterly reports should be submitted from the Area Chiefs to the AD/RR to serve as the basis for controlling the volume of publication and of organized research papers retained for reference use in Area component files, because the office of the Assistant Director

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within the community conducting research on similar problems is so intimate that each is aware of the unpublished, but organized, research that can be made available upon request and with proper caveats. We do not concur in the Recommendation as proposed.

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Recommendation No. 10

This proposes the reduction of the publication program to permit the release of valuable analyst time to other activities, and only incidentally reducing the workload of Printing Services Division (PSD).

ORR's general arguments seem addressed to misinterpretations of what the Survey Report actually said. ORR comments are interesting when set in sequence with the portions of the survey they appear to answer.

IG Survey : "ORR printing costs, as only a fraction of its budget, are not per se a primary consideration. However, the real costs represented in analytical time consumed by the publications program assume a special significance in the light of ORR's expanded program."

ORR Reply : "This portion of the survey gives the impression that ORR's intelligence effort should be reduced in part because of printing costs."

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IG Survey : "In addition to the factor of ORR analytical time required in the publication process, we talked with representatives of Printing Services Division (PSD), Office of Logistics, about the effect of the ORR publication program on its activities. PSD is operating under strict limitation of over-time and personnel. Its representatives state that ORR's printing volume comprises 40 percent of PSD work. . . From this point of view, and in terms of inter-office administration, it is apparent that any reduction of the ORR publications program would make a valuable contribution to the easing of PSD's workload."

Recommendation No. 10 continued

ORR Reply : "The survey states. . . that ORR's printing volume comprises 40 percent of PSD's work. We find that ORR's printing accounts for less than 10 percent of PSD's total printing costs."

In commenting on these two passages, we must observe that any impression ORR may have gathered about printing costs being the central consideration in the proposal to reduce the publications program is not supported by the text of the Report. And ORR's attempt to shift discussion from printing volume to costs is too irrelevant for further comment. Even without the information provided by PSD our recommendation would not have changed. This served only to contribute to the conviction, which had already been formed. Another comparison of texts, on the role of analyst time, is below:

IG Survey : "During the course of the inspection our attention was attracted to the very substantial amount of additional time of the analysts required in the editorial process to prepare the results of research for publication."

ORR Reply : The above ". . . seems to be a gross misunderstanding of what the analyst is supposed to do." Yet - on page 39 of the Reply, in opposing another proposal on publications, ORR appears to accept the basic concept in the IG Report by referring to. . . "costs in terms of negotiations between analysts and in editing time."

ORR first misinterprets the IG Report on this section, attempts to shift the grounds for its consideration, then uses as justification of its position in one section a concept it has attacked in another.

ORR's reply to Recommendation No. 10, a, appears to agree in principle that there should be no publication of research done primarily for its own internal requirements, but denies that this ever occurs.



Recommendation No. 10 continued

However, reference was made frequently by ORR professional personnel to research yet to be done on subjects that would help ORR maintain its research base on Bloc economy. These projects are undertaken as workloads permit. A recent project on The Soviet Timber Industry was cited as such an instance of research prepared primarily for ORR's internal requirements.

ORR's reply to Recommendation 10, b, appears to justify the splitting of related reports into separate papers to prevent the result from being "less appealing."

On Recommendation 10, c, we note that the Quarterly Summary on Sino-Soviet Bloc Aircraft at the time of the inspection, as it had been for years, was "For CIA Internal Use Only." In any event, we gather from the reply that ORR accepts in principle that it does not print unsolicited periodic reports.

On Recommendation 10, b, there is frank disagreement. This is pretty direct and warrants submission on its merits.

It seems that there is agreement on Recommendations 10, a, and 10, c.

Recommendation No. 11

The existence of an issue over this recommendation depends entirely on whether or not ORR is required to reduce the volume of its published research under Recommendation No. 10, a. It merely proposes that the results of unpublished research be made available to the community on a periodic basis.

ORR seems to feel that the recommendation applies to present research that is not published, and states that the results of this are already made available to the community. ORR is simply talking about something other than the stated purpose of the recommendation, as reference to the discussion in the Report will disclose.